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Pedagogical and educational role of the National Safety Risk Map – a new form of local community dialogue with the Police

Abstract: The basic need of a human being is a sense of security. Co-operation with external entities have an enormous influence on implementation of the statutory tasks of the Police Forces in the field of ensuring security and public order of the State. At present, the Polish Police has noticed the importance of society in preventing and fighting crime. The example is a National Safety Risk Map interactive tool where residents can anonymously report information about threats appearing in their neighborhood forcing appropriate service to react as also radical change of a constable's work by bringing it closer to citizens. The article is devoted to pedagogical and educational role of the National Safety Risk Map.

Key words: Security, National Safety Risk Map, crime, threats, pedagogical role, educational role, communication, educational function and local community.

Introduction

The National Safety Risk Map is a modern system of communication between local communities and the Police, an important interactive tool that allows for proper identification and presentation of the scale and type of threats that is developed by users together with the Police. The decision to create this IT tool was made in January 2016 in the Ministry of Interior and Administration in cooperation with the General Police Headquarters. This article discusses the pedagogical

and educational role of the National Safety Risk Map in comparison with its other functions (security management, integration, control, prevention and activation). The National Safety Risk Map is a very valuable tool in shaping the educational role of the Police and engaging citizens in shaping security and public order. The dialogue between the police and the society allows for building mutual trust and raising awareness about the real impact on building security in a civil society with the participation of all actors involved in the process.

The current data on the functioning of the National Safety Risk Map shows that as of 27 April 2018 for the period from 1 January to 27 April 2018, there were 126,859 reports registered, out of which 63,990 were confirmed. In this period, the confirmed reports constitute 56.23% of the total number of reports. The highest number of reports was observed in the Małopolskie voivodeship (19 576).

Security as one of the most precious values

Security is undoubtedly one of the most precious values for individuals and nations alike. The A. H. Maslow's Hierarchy of Needs indicates that the failure to satisfy the need for security, being one of existential needs, hampers human development (Jakubczak, Skrabacz, 2008, p. 27). Contemporary security analyses are conducted in three aspects: subjective, objective and processual, and the complexity of the security categories is evidenced by the diversity of its types, which are distinguished in numerous typologies, and the progress of research in the field of securitology (Korzeniowski, 2008), the subject of interest of which is man and social groups that he creates, his needs and values (Zięba, 1997 pp. 3–4; Zięba, 1999, pp. 30–32; Wawrzusiszyn, 2011, p. 10).

Among the ways of satisfying the sense of public security there are: the possibility of reporting the crime, the possibility of receiving basic information about the rights of the victim of crime, the belief in the effectiveness of security services, the feeling of obtaining compensation, punishment of the perpetrator. On the other hand, the lack of satisfaction of the sense of public security results in: the lack of trust in the competence of security services, unwillingness to report crimes, lack of reaction to violations of law by others, frustration and aggression, low rating of the institution and its staff responsible for maintaining public order.

National Safety Risk Map – a form of effective dialogue between the Police and the society

In the modern model of functioning of the Police, based on the legal and praexological criterion, there are opportunities to apply modern management models based on social criterion indicators (Hryszkiewicz, Suchanek, 2014, p. 5–6). Mo-

modern Police in its activity takes into account both the intensive development of various forms of cooperation with the society (*community policing*) as well as the focus on solving specific security problems (*problem-oriented policing*). The Police also take into account the extensive collection and processing of all information that can be used to prevent and combat crime (*intelligence-led policing*) (Tilley, 2008, p. 373). Among the characteristic features of functioning of the modern Police, an important place is therefore occupied by the intensive development of various forms of cooperation with the society.

The support from the local community is necessary for the effective operation of law enforcement authorities and depends to a large extent on the honesty and decisions taken by police officers, as well as on the nature of direct contacts between them and the citizens. Assistance from citizens and cooperation with the Police is a necessity, because social order is not only a matter of the state and state administration, but also a common good of a free society (Stawnicka, 2013, p. 29). The police also cooperate with government, local government and non-governmental administration entities. In the course of this cooperation, they strive to make maximum use of the potential of professional skills, personal predispositions and capabilities of cooperating entities, to ensure the work organization that is most effective in specific conditions and appropriate to the tasks, to ensure efficient flow of information and rational concentration of forces and resources (Górska, 2007, p. 13–143).

National Safety Risk Map – a universal tool for state services

The progressive development of technology and social communication requires enriching the contacts of the society with the Police with new solutions that take advantage of the comprehensive possibilities of the Internet. Such a solution is the National Security Threat Map, which is a new platform for the exchange of information between the Police and the public. It allows to present the threats in the local environment in a clear, reliable and accessible way. The most important aspect, however, is that the presentation of threats is done with the participation of the society itself.

The National Safety Risk Map is an IT application consisting of two parts. The first is statistical data and the second is an interactive tool that allows citizens to mark threats on it¹. Statistical data of crimes and misdemeanors are visualized

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¹ Guidelines No. 3 of the Chief of Police of 14 September 2016 on the procedure to be followed by police officers in performing tasks related to the functioning of the National Safety Risk Map Official Journal of 2016, item 58; Letter of 28 July 2017 (EP-2819/17) signed by the Director of the Prevention Department of the Police Headquarters, has introduced a new version of the National

and divided into individual voivodeships, poviats and municipalities. The National Safety Risk Map is a list of specific, most frequent threats to human life and health, property and public order. It takes into account the temporal and spatial distribution of threats that have a significant impact on the sense of security in society (Minkiewicz, 2017, pp. 69–75).

Specificity of the functioning of the National Safety Risk Map

The advantage of this project was its interactivity. Any person who has access to the Internet from any device, computer, tablet or mobile phone can within seconds add information about a threat or anomaly to the interactive map. Moreover, in order to facilitate the use of the map for people who do not have access to the Internet on a daily basis, information points have been set up in city centers, where each person can learn about the operation of this new tool and use the suggestions of the district Police officers and talk to the Police officers about safety in the city. The map was created and works as a result of cooperation with the Main Office of Geodesy and Cartography, whose representatives, using powerful technical resources enabling access to spatial information on the Internet, proposed the implementation of the solution as part of the Geoportal 2 platform.

Ultimately, the National Security Risk Map is based on three levels of information. The first level concerns the collection of information gathered from police information systems. In the second level, the information collected within the National Safety Risk Map is obtained through direct contacts with citizens, local government representatives or NGOs. The third one contains information provided by the residents during social debates on public safety. Here it should be noted and especially emphasized that the social dialogue related to safety also includes other initiatives aimed at activating local communities to act for safety in the broad sense of the term. Such initiatives include: the mobile application *Moja Komenda* and the application *Twój Dzielnicowy*.

The map of threats presented 25 categories: vandalism, homelessness, illegal bathing sites, illegal waste dumps, groups of minors threatened by demoralization, poaching, dangerous places in water areas, illegal tree felling, illegal car raids, illegal parking, unguarded pedestrian railway crossing, unguarded railway crossings, inadequate road infrastructure, destroying greenery, driving quads in forest areas, speeding, consumption of alcohol in forbidden places, drownings, using

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Safety Risk Map application, which also includes an application for mobile devices (smartphones, iPods, etc.).

drugs, stray dogs, burning grass, road accidents involving forest animals, abuse of animals, bad traffic organization, begging².

Thanks to the new tool, initiated by the Ministry of Interior and Administration, both the Police and other social institutions can undertake activities aimed at improving the security of citizens. It is possible by locating particularly dangerous neighborhoods or streets of a given city with a detailed description of the threats present there. At the same time, these are not threats, in the opinion of city residents, requiring immediate intervention, reported to the emergency number 112 or 997, but threats that significantly reduce the sense of security of residents during their occurrence.

The concept of Risk Maps was introduced by the provisions of § 8 sec. 3 of the Ordinance No. 768 of the Chief of Police of 14 August 2007 on methods and forms of performing tasks by police officers on patrol duty and coordination of preventive activities³. Among the legal acts regulating the functioning of the National Safety Risk Map there are:

- *Ordinance No. 768 of the Chief of Police of 14 August 2007 on methods and forms of performing tasks by police officers on patrol duty and coordination of preventive activities*
- *Guidelines No. 3 of the Chief of Police of 14 September 2016 on the procedure to be followed by police officers in performing tasks related to the functioning of the National Safety Risk Map*
- *Guidelines No. 1 of the Chief of Police of 31 July 2017 amending the guidelines on the procedure to be followed by police officers in performing tasks related to the functioning of the National Safety Risk Map.*
- In each of the garrisons, the voivodeship commanders issued appropriate legal acts regulating the functioning of the NSRM on the territory under their control.

Activization function of the National Safety Risk Map

Before the National Safety Risk Map began functioning, its activization function became apparent, as it collects initial information on social expectations regarding the scope of data to be collected and presented via threat maps. At the end of the first quarter of 2016, the stage of public consultations was completed and

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² The catalogue of protected values is therefore expanded. New functionalities are being introduced to increase the efficiency of the Police in the area of verification and elimination of threats reported by the society. Also the users of the National Safety Risk Map offer functional solutions and submit their proposals via the mailbox kmzb@policja.gov.pl. As a result, a list of changes necessary to implement in the application is prepared.

³ Official Journal of the General Police Headquarters no. 15, item 119, as amended.

the works began, resulting in the implementation of this solution throughout the country. This process started on 5 October 2016. Therefore, the National Safety Risk Map was created with the active participation of local communities participating in social consultations at the voivodeship, powiat and local levels. By the end of the first quarter of 2016, approximately 12,000 public consultations had been held across the country, with 217,000 people participating. The participants of the public consultations answered two main questions: *Is there a need for a map of threats? What should it include?* The development of the National Safety Risk Map has involved NGOs, voivodes, local governments, local media and all those who have knowledge about threats in a given area. The opinions of each citizen were valuable during the public consultations. The book by J. Stawnicka and I. Klonowska *Krajowa Mapa Zagrożeń Bezpieczeństwa nową formą dialogu polskiej Policji ze społecznością lokalną na rzecz bezpieczeństwa wewnętrznego. Aspekt społeczno-pedagogiczny [National Safety Risk Map – a new form of dialogue between the Polish police and the local community internal security. The socio-pedagogical aspect]* (2018) discusses the role of public consultations in the construction of areas presented on safety threats maps and presents the results of surveys conducted during public consultations in the Mazowieckie, Świętokrzyskie and Śląskie voivodeships (Katowice).

Conducting the survey confirmed the social acceptance of creating by the Police of safety threats maps in Poland. The initiative to create the National Safety Risk Map was supported by as many as 76.90% of the respondents in the Mazowieckie voivodeship, and only 4.44% of the respondents stated that they don't support this idea. Nearly 40% of the respondents, on the other hand, stated that the map of threats should contain information about all the crimes detected. In the Świętokrzyskie voivodeship the participants of public consultations expressed (80%) that the National Safety Risk Map should be based primarily on police information systems.

The results of the surveys indicate that when creating the threat maps, the Police should contact primarily private individuals who can provide information about the nearest neighborhood. The most important goal of the NSRM is to provide the society with information about the state of security. Every third respondent indicated the Internet as a medium, where everyone is now able to obtain the necessary information. The respondents also mentioned the local media and the local press. The biggest problem of the residents of the Świętokrzyskie Voivodeship are dangerous roads and consumption of alcohol. In the Śląskie voivodeship, on the other hand, the analysis of the answers given by the respondents during the public consultations showed that information from the public opinion as well as from other services and inspections were taken into account when creating the map. This allowed for reliable and clear identification and presentation to local communities of the scale and type of threats and the institutions co-responsible for ensuring public safety and order. The National Safety Risk Map has therefore

become a tool that has activated various entities to cooperate with the Police in order to reveal and counteract circumstances threatening the security of citizens and to better manage police forces and resources.

The number of reports placed on the National Safety Risk Map shows that such a form of cooperation between the Police and the citizen in the field of protection of safety and public order is effective. Only thanks to the reports placed on the map, police officers diagnose threats affecting the local community, and by taking further actions to remove them, they contributed not only to improving the sense of security, but also to strengthening the local community's belief in its real impact on the sense of security in the place of residence. Moreover, in addition to mapping and registering the incident, the National Safety Risk Map for Poland enables the tracking of police statistics on safety in a specific area of the country. Undoubtedly, the "conscious bridge of cooperation" between the citizen and relevant entities (including the Police) built in this way will not only contribute to the achievement of the assumed objective for the benefit of the individual (citizen), but will also strengthen the activating function of the National Safety Risk Map.

The functions of the National Safety Risk Map are described by D. Minkiewicz (2017, pp. 69–75) and include its prevention and protection function, socio-integrating function, safety management function and control function. The prevention function of the National Safety Risk Map can be carried out both in a narrow and a broad sense. The Map fulfills its role in both the individual and social aspects. This function allows not only to prevent further threats, but also gives the possibility to receive information about threats in a given area. It is realized by preventing threats by the Police and by warning the society about the nature and range of existing threats (Minkiewicz, 2017, p. 72). The socio-integrating function is connected with arousing the interest of the society in creating social security in the local environment. The safety management function focuses on complementing the procedure of reporting threats to the Police with anonymous reports of places where, in the opinion of the reporting persons, threats occur and is expanded to include activities related to forecasting threats and planning preventive actions, the possibility of influencing the coordination of police activities at the national, voivodeship, poviast and municipal levels. The control function, on the other hand, is fulfilled through the evaluation of the way the police officers perform their tasks from the level of their superiors (Minkiewicz, 2017, pp. 73–75).

The functioning of the NSRM in the context of the rules of social influence

The activities related to the functioning of the NSRM are reflected in the **pedagogical and educational function** in the perspective of the R. Cialdini's principles of social influence described in the literature (1996)⁴.

Robert B. Cialdini, professor of psychology at the University of Arizona, described the 6 basic rules that underpin the thousands of tactics that practitioners use to persuade and encourage concessions⁵. These are the following principles:

- the principle of reciprocation;
- the principle of commitment and consistency;
- the principle of social proof;
- the principle of liking;
- the principle of authority;
- the principle of scarcity

Special attention will be devoted to selected principles from among those mentioned by R. Cialdini.

The principle of social proof points to the fact that the point of reference for our behavior is the reaction to the behavior of other people. Activation of the society and engaging it in the issue of creating the safety of local communities is closely related to the functioning of the **principle of social proof and influence on attitudes, behaviors and social reactions**. One of the ways to determine which behavior is correct and desirable is by reference to what other people think is correct, so we see behavior as more correct in a certain situation to the extent to which we see others doing it. If a behavior is common, we think that "everyone does it". Here there is a kind of 'snowball effect', which touches the wider and wider circle of its interactions. It is difficult not to agree with the thesis that the more people act in a certain way, the easier it is for others to behave in a similar way, when it is difficult to oppose a certain trend – it is easier to oppose individual behaviors or opinions. This rule is relevant to the National Safety Risk Map. The more people use the map application and actively participate in it, the more interest it enjoys and becomes opinion-forming, while at the same time

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⁴ Outlining the issue of the pedagogical function of the NSRM was the subject of a speech given by the Director of the Office of Social Communication of the General Police Headquarters, Insp. Iwona Klonowska during the conference "Krajowa Mapa Zagrożeń Bezpieczeństwa jako narzędzie dialogu ze społeczeństwem" [National Safety Risk Map as a tool for dialogue with society], which took place in the Voivodeship Police Headquarters in Opole on 15.03.2018.

⁵ He described them in his book *Influence: Science and Practice* (2000), which became a bestseller in the USA. On the principles of social influence see also Doliński, 2000; 2005: 41–54; 2006; Hogan., 2001; Mortensen, 2006; Tyska, 1999.

contributing to the real co-creation of safety by citizens. The effect of the principle of social proof is observance of legal norms, if we notice that others do so.

According to another principle, i.e. **the principle of commitment and consistency**, if people have engaged in something, they try to be consistent in their words, beliefs, goals and actions. This happens for several reasons, among which we can mention the most important one, which is the subjective sense of profit and loss. A person who has been convinced or believed in the rightness of an activity undertakes the activity and assumes the work, time and resources associated with it. Changing the decision is the more difficult the longer an individual's involvement in the issue lasts and the more resources have been invested so far. That is why the most difficult is to convince and motivate to take action. In the case of the NSRM, motivating to take action, and consequently to become committed, is relatively easy, as it is enough to convince an individual to be active once only to achieve the effect of the Police taking specific actions regarding a problem reported by the citizen within a short, specified in the provisions, period of time. This quick reaction from the Police is also an additional motivator for further actions and strengthens the consistency, which is rewarded with feedback from the Police confirming the effectiveness of citizens' actions.

In the case of the NSRM, this principle is reflected in the consistent reporting of threats by the growing part of the society. The initiation of the dialogue with the Police through the participation in the functioning of the NSRM makes the actions taken once to be repeated and reproduced in the future in accordance with the principle of consistency.

According to another principle, i.e. **the principle of reciprocation**, the chains of exchange and relations beneficial to the society as a whole are created through a sense of obligation to return a favor. Thanks to the functioning of the National Safety Risk Map and the threats placed on it by the society, the Police supplemented their knowledge of places where violations of the law occur. The information obtained from local communities shows that thanks to the possibility of reporting threats, residents in particular poviats feel safer. The fact that these places are quickly identified by the Police and appropriate measures are implemented without undue delay has contributed to this fact.

The principle of liking, as well as the principles described above, are relevant in the case of the National Safety Risk Map. The application gives a chance to provide information about threats that occur in local environments. Not without significance in the involvement of citizens in cooperation with the Police is their perception of the entire institution. If a citizen considers the Police as a friendly, competent and effective institution, guarding safety and public order, they will be more willing to help them, but if their opinion is negative or far from ideal, this motivation to act will be lower. The results of a public opinion survey conducted over the last few years indicate that the Police are evaluated very well, with the last year's result at the level of 98% in terms of the sense of

security in the place of residence and 75% of the evaluation of the institution being record-breaking scores. Therefore, we can safely say that the social perception of the institution and its activities is positive, which is undoubtedly influenced by a number of activities, including the NSRM, through which the Police quickly implements the concerns and threats reported by citizens.

Securitization function of the National Safety Risk Map

The National Safety Risk Map fulfills also a securitization function (Buzan, 1991). The segmentation of space creates a division into regions and zones according to the criterion of safety or threat level. Social securitization consists in creating, or rather modifying, the awareness of security, socialization and education for security, possessing security competences in social practice or “the ordinary life of ordinary people”.

The subject of security is the individual and their subjective nature of perception of threats. According to constructivist theories, which distinguish between threats in subjective and objective categories, the sense of threat is constructed socially, not objectively. The individual becomes a fundamental subject of research and analysis and the safety of the institution has become an auxiliary issue.

At this point a reference should be made to the constructivist theory of Emanuel Adler and Michael Barnett (1998) – the creators of the concept of “security community building”. The community consists of a common identity, a similar system of values, mutual responsibility of the actors concerned. According to the constructivists, the basic ideological element is intersubjective beliefs, which consist of ideas, concepts, assumptions, etc., which are commonly reproduced by people. The creator of the securitization is O. Waver⁶, a representative of the Copenhagen School, which played an important role in broadening the concept of security and constructing a framework to indicate how a given issue is subject to securitization. The focus is on the process indicating how certain issues become part of the security sphere. Undoubtedly, the NSRM is a response to this theory and “builds a security community”.

The National Safety Risk Map distinguished 25 categories of threats, extending the catalogue to include e.g. illegal parking, stray dogs, illegal bathing sites, begging and homelessness. Focusing on the process in which certain issues become a part of the sphere of security, it should be pointed out that this is a new form of dialogue between the Police and the society (Stawnicka, Klonowska, 2018). Safety is not analyzed as a definite fact, but as a specific construction resulting from social interactions through the interaction of citizens among themselves and with the Police.

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⁶ Director of the CAST (Centre for Advanced Security Theory) at the University of Copenhagen.

The theory of securitization is in line with constructivist research on security (McDonald, 2008, pp. 68–71). The researchers from the Copenhagen School and, more broadly, the advocates of constructivism define securitization as the process of transitioning of challenges into threat categories. The social world is a world of human consciousness and therefore of thoughts, beliefs, ideas, concepts, signs and signals, and it makes sense for the people who create it, live in it and understand it. And that's because they create it themselves. The dialogue between the police and the society creates a new reality with the participation of local communities. Therefore, similarly to the constructivist theory, security is treated as a social construct. According to constructivists, the key to understanding the safety of different agents is to consider its subjective aspects by taking into account one's own communication experience, perceived risks and protective measures taken. Safety is therefore perceived subjectively through subjective communication experiences of the individual, and the individual constructs social reality on the basis of multiple acts of communication.

Final thoughts

The National Safety Risk Map – a new form of dialogue between the Police and the local community – performs various functions: security management, integration, control, prevention, activation, pedagogical-educational and securitization. All these functions, by interacting and corresponding with each other, contribute to the strengthening of the role of dialogue, provide a sense of security for citizens, and build their trust in the Police. The National Safety Risk Map increases the effectiveness of the Police's efforts towards strengthening their cooperation with the society; increases the effectiveness of the Police's activities in identifying and combating contemporary threats; increases the effectiveness of the Police's activities in combating the most socially burdensome crime and the effectiveness of the Police's activities aimed at improving road safety, significantly contributing to the implementation of the Priorities and Priority Tasks of the Chief of Police.

The NSRM is a special tool of social dialogue, which in addition to building joint actions for safety, shapes socially desirable attitudes through the implementation of its pedagogical-educational function. The NSRM proves that it is worth to cooperate, that safety is a common issue, and that the actions of citizens are effective and bring measurable results.



Fig. 1. Functions of the National Safety Risk Map
Source: own study.

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